

# **USAID/Democratic Republic of the Congo**

## **Annual Report**

**FY 2004**

June 14, 2004

## **Please Note:**

The attached RESULTS INFORMATION is from the FY 2004 Annual Report and was assembled and analyzed by the country or USAID operating unit identified on the cover page.

The Annual Report is a "pre-decisional" USAID document and does not reflect results stemming from formal USAID review(s) of this document.

Related document information can be obtained from:  
USAID Development Experience Clearinghouse  
8403 Colesville Road, Suite 210  
Silver Spring, MD 20910  
Telephone: (301) 562-0641  
Fax: (301) 588-7787  
Email: [docorder@dec.cdie.org](mailto:docorder@dec.cdie.org)  
Internet: <http://www.dec.org>

Portions released on or after July 1, 2004

## Democratic Republic of the Congo

### Performance:

#### D. Performance Narratives

##### 1. Program Level Narrative

a.) Program Performance Summary. After years of conflict, which were preceded by several decades of political, economic, and social deterioration, the DRC's political and military leadership is now proceeding with a national transition. The transition is multi-layered: from war to peace, to national democratic elections, and to building the foundations for a democratic state. War and insecurity, compounded by a political culture of predatory government and public repression, have taken a heavy toll on the DRC and its citizens. Millions of people are reported to have died or have had their lives uprooted by the war. In addition, the country suffers from the near total collapse of its infrastructure and economy. Congo remains one of the poorest countries in the world.

USAID resources support a wide variety of emergency, transition, and development assistance in support of a people-centered development approach that considers the needs, interests, experiences, and knowledge of both men and women, especially those from disadvantaged groups. Emergency assistance programs specifically target war-affected and internally displaced persons, refugees, and other vulnerable populations.

Despite problems and constraints in the DRC, USAID continues to make substantial progress in the health, democracy and governance, livelihoods, and education sectors, as well as activities that promote the reintegration of ex-combatants. The DRC's health indicators are among the worst in the world. Health zones are ill-equipped and strained. High cost-recovery fees restrict access to services and the drug supply system is dysfunctional. The USAID health program is designed to provide a package of key interventions to assist health zones that focus mainly on prevention of morbidity and mortality among women and children. USAID also supports national health initiatives, such as the campaign to eradicate polio. USAID health programs complement programs funded by other donors such as the European Union, World Bank, Belgian Government, other bilateral donors, and U.N. agencies.

After five years of support for the Congolese peace process known as the Inter-Congolese Dialogue, the international community, and the United States in particular, have achieved their goal: regional forces have withdrawn and former belligerents have formed a government of national unity. They now have a unique opportunity to prevent another Liberia by taking the right measures during the fragile transition period, together with other donors, by supporting the Transitional Government of National Unity, which was created by the Global and Inclusive Accord and promulgated in August 2003. USAID/DRC will build on progress made in several areas to implement a democracy and governance (DG) program high in synergies with other sectors to maximize its potential to succeed.

Decades of government mismanagement, followed by years of civil war and widespread lawlessness, have cut many links in the DRC between productive farm areas and urban centers for marketing of both agricultural produce and inputs. Consequently, food insecurity and poverty have steadily worsened in the past decade throughout the country. To address this problem, USAID has adopted an integrated livelihoods approach, including food aid, agriculture programs, communications, micro-financing, and other economic growth activities. USAID's approach complements World Bank efforts to rehabilitate infrastructure and FAO's sizeable engagement in the agriculture and food security sectors.

At 3.1% of the budget, the GDRC investment in education is one of the lowest in the world. The collapse of the education system and the alarming and steadily declining children's enrollment rate, especially for

girls, is catastrophic. With a small investment, USAID can focus on a small number of interrelated interventions that will have a crucial impact on the circumstances as a whole. USAID's manageable interest lies in supporting innovative, high impact programs to improve educational quality and relevance, primarily for girls, at relatively low cost, and to ensure continuous synergy with other USAID sector programs. USAID's support to education is critical given the DRC does not yet have a national framework plan for education. A donor's association is being established for various donors to streamline procedures and coordinate programs.

It is of political, military, social, and humanitarian necessity that a large proportion of the various Congolese armed forces (total estimated between 150,000 and 235,000 regular and irregular forces) be demobilized and reintegrated into society. USAID's support in this sector is an integral component of a comprehensive national Security Sector Reform/Disarmament, Demobilization, and Reintegration (DDR) program supported by a variety of actors. The World Bank and bilateral donors are responsible for funding reintegration efforts. USAID will provide complementary funding for the reintegration of ex-combatants but will not contribute to the reorganization of the Congolese armed forces other than providing eligible assistance during any quartering process leading to or after demobilization and reintegration of excess forces. Cognizant of the legal line between military and economic assistance, USAID/DRC will avoid activities whose beneficiaries would be military institutions or military personnel. The Mission will work with civilian governmental organizations, ex-combatants, and communities, providing assistance that has no military nature. The Mission will seek legal advice at each step to ensure that all planned activities meet the acceptable norms of economic assistance.

Challenges. USAID/DRC was faced with two significant challenges (one external and one internal) during FY 2003. The external challenge facing the Mission was how to keep abreast of the fluid political developments during Congo's transition period. As Congo began its multi-year transition to democracy in June 2003, it had to shift and move dramatically from the 40 years of corruption and dictatorship of the Mobutu period towards a new political order. This shift has occurred rapidly and USAID/DRC has kept in tune with the political environment and maintained a program that could flexibly respond to opportunities as the larger political scenarios evolved. For example, the DDR process for armed soldiers began rapidly thus requiring donors to mobilize quickly and be forthcoming with assistance to the process.

The internal challenge was implementing USAID/DRC's program without a permanent full staff complement. Two key positions remained vacant: the Controller position was vacant all year and the Executive Officer (EXO) position was vacant for the last trimester of FY 2003. USAID/DRC's Program Officer often served as acting Controller when TDY assistance was unavailable. The General Development Officer served as acting EXO for three months. The Mission has recruited a full time PSC Controller who is scheduled to arrive at post in May 2004 pending clearances. The Mission expects to recruit a long-term PSC EXO in the course of FY 2004.

Key Achievements. In addition to USAID/DRC's key FY 2003 achievements listed below, the Mission obligated \$600,000 to Conservation International to assist redundant Unilever Inc. employees with transition to sustainable agriculture and forestry activities. By the end of FY 2003, it remained unclear whether there will be sufficient matching funds from Unilever to qualify as a GDA activity. The Mission is actively searching for GDA partners to promote sustainable fishing practices on the Congo River and its tributaries in conjunction with the Congo Livelihoods Improvement and Food Security activity which was obligated at the end of FY 2003.

Health. Vaccination coverage in the past two years increased from 20% to 40% and overall health service utilization rose from less than 15% to an average of 26% in 63 health zones supported by USAID. Furthermore, with USAID assistance, national distribution of vitamin A (non-polio related) reached 74.8% in February 2003. In addition, excellent progress has been achieved in interrupting wild poliovirus transmission, a longstanding USAID priority in the DRC. The last cases of wild poliovirus (28 cases) were reported in 2000. Since then, no more cases have been reported. The number of acute flaccid paralysis cases reported by the WHO surveillance system and classified as "compatible" by the National Committee of Polio Experts is decreasing: 324 cases in 2001, 59 cases in 2002, and 11 cases from January to August 2003.

DG. The key achievements of the DG program in FY 2003 include: (1) jump-starting the DRC's new, independent Election Commission with technical expertise and logistical support so that it could finalize the Law on the Election Commission, submit it to Parliament, develop a draft budget and operations plan, and keep meeting key benchmarks on the Transition Calendar; (2) getting criminal impunity, for both human rights abuses and economic crimes, on the National Agenda through the work of an effective network of civic and business associations known as PROCODEM.; and (3) supporting a series of political party forums whereby ALL political parties, including former rebel movements, were engaged in a dialogue with thousands of civil society representatives focusing on important public policy topics such as improved commerce and transport on the Congo River, the environmental protection, and mining sector reform. To support the transition to peace, USAID's Office of Transition Initiatives supported local and national groups and the U.N. national radio network to increase availability and access to balanced information.

Livelihoods. USAID has provided technical and financial assistance to national cooperative networks and NGOS with micro and in-kind credit. Due to this support, these networks have greatly increased their capacity to mobilize and finance farmers and rural service providers, generating income and improving rural livelihoods. Along the Congo River, the Mission worked with riverine communities to address food security, poverty alleviation, bio-diversity conservation and ways of combating low-level corruption. In areas directly affected by conflict, USAID/DCHA/OFDA distributed seeds and tools to displaced populations and supported strategic road and rail rehabilitation work, connecting food surplus areas to newly secure areas.

Education. Since 2002, the DRC has benefited from being designated a Strengthening Basic Education in Africa Initiative country. In 2003, thru the Education for Democracy and Development Initiative (EDDI), the Ambassador's Girl's Scholarship Program was expanded to provide 8,000 scholarships to primary school girls and education support for female HIV/AIDS orphans outside of Kinshasa. USAID also launched a radio-based training program for teachers to improve pedagogical practices and the quality of didactic material. USAID also opened an internet based Community Learning and Resource Center to provide access for the community as well as teachers and students.

DDR. USAID supported the development of the national DDR plan and also financed community based reintegration programs for ex-combatants who were being spontaneously demobilized.

Humanitarian Assistance. In FY 2003, USAID's Office of Foreign Disaster Assistance (OFDA) provided more than \$31.8 million in emergency assistance to the DRC. This assistance was in the food security and nutrition sectors, contributed to emergency market and infrastructure rehabilitation, and supported agricultural programs for vulnerable populations. USAID's Office of Food for Peace provided a total of 53,870 metric tons of food commodities valued at \$45.7 million for people in need in the DRC. This amount will benefit an estimated 1.8 million food insecure internally displaced persons, refugees, and other vulnerable populations in the DRC. It includes a contribution to WFP's Emergency Operation for northern and eastern DRC of 12,200 MT of P.L. 480 Title II emergency food valued at \$10.3 million.

Conflict. For years, deadly conflict and extreme brutality have been a fact of life for millions of Congolese. Now, for the first time in many years, stabilizing factors are starting to outweigh those that contributed to instability in much of the DRC. However, the situation remains precarious. A USAID/DRC led Conflict Vulnerability Assessment team in July 2003 identified three main areas of vulnerability to conflict in the DRC at this stage in the transition: fragility of the transition process; opportunity space for conflict entrepreneurs; and extreme isolation and exclusion of the majority of the population. Toward this end, USAID/DRC activities are designed to focus on: (1) supporting the development of key transitional political processes and institutions so that they may succeed in managing conflict non-violently, facilitate national reunification and reconciliation, and manage public resources for re-building social and physical infrastructure efficiently; (2) closing the opportunity space for conflict entrepreneurs and improving security through support for demobilization and reintegration of ex-combatants; enhancing local capacity for conflict management; creating transparency in political and economic decision-making and improving access to livelihoods; and (3) improving access to balanced information and strengthening government

accountability in isolated areas where the population is most vulnerable to conflict entrepreneurs.

In areas of insecurity and conflict, USAID like other donors has difficulty delivering humanitarian assistance to rural areas. General insecurity in the east made the transport of goods, provision of services, and monitoring and evaluation of activities particularly difficult. With the increase in security over the last few months, OTI and OFDA programming has been able to reach previously isolated areas. In areas where instability and insecurity continues, USAID/DCHA/OFDA remains engaged to provide emergency assistance to the best of its ability.

In FY 03, USAID received funding from several sources to reduce conflict, mitigate its effects, and address the needs of victims of violence. With funding from the Displaced Children and Orphans Fund, World Victims Fund, Victims of Torture Fund, Trafficking in Persons Fund, and the Conflict and Peacebuilding Fund, USAID seeks to: address psychosocial and physical rehabilitation needs of victims of extreme abuse, particularly sexual violence; increase financing to organizations working towards peaceful resolution of conflict; strengthen organizations that fight impunity so local interventions against impunity are increased; and create alternatives to predatory practices for youth.

Gender Implications. Maternal mortality in the DRC is the highest in the world and almost 25% of children do not live to see their fifth birthday. The division of labor in agriculture is biased toward the exploitation of women, while males take little part in some operations but manage the bulk of family income. Completion rates show that fewer than 15% of all girls in DRC complete primary education. The lack of experience among both men and women with representation and public accountability as well as an electoral process are perhaps the greatest constraints to sustainable results in efforts to promote a peaceful democracy. To successfully reintegrate former combatants, the needs of female victims of the conflict must be addressed.

To address gender inequality in the DRC, USAID/DRC is committed to mainstream gender throughout its FY 2004-2008 Integrated Strategic Plan and subsequent activity design and implementation. Three overarching activities will aim to achieve the Mission's goal for gender mainstreaming and are reinforced by the Mission's Gender Task Force: 1) monitor partners' programs and activities to ensure that gender is mainstreamed, their programs are not implemented in a manner that reinforces bad practices, and best practices are shared within the Mission; 2) promote women's representation at the grass root, district, provincial, and national levels to ensure women are given the opportunity to participate in all aspects of civil society and are able to assume leadership positions; and 3) look for opportunities to finance activities which target the change of practices and the removal of barriers identified as relevant under each activity. Gender is integrated throughout all sectors of the Mission's strategy.

Trade Capacity. Given the urgent need to reestablish domestic production and marketing systems, USAID/DRC programs do not presently include Trade Capacity Building. However, provided there is continued political stability and that economic recovery continues, the Mission will consider specific Trade Capacity Building activities within its Livelihoods program. USAID/DRC will host a Regional Trade Hub Conference to be given by the East and Central Africa Global Competitiveness Hub activity in Kinshasa in February 2004 where ideas will be explored. Also, a TDY by a REDSO/ESA trade expert is scheduled later in the year to make an assessment of how trade capacity building could be incorporated within the Livelihoods program.

**Country Close and Graduation:**

c) Country Close out and Graduation. Not Applicable.

## **Results Framework**

- 660-001 The Congolese people are assisted to solve national, provincial and community problems through participatory processes that involve the public, privat**
- 660-002 Use of Key Health Services both in USAID-Supported Health Zones and at the National Level Increased**
- 660-003 A Successful Transition To Peace And Democratic Governance Promoted**
- 660-004 Livelihoods Improved In Targeted Areas**
- 660-005 Basic Education, Especially For Girls, Improved In Targeted Areas**
- 660-006 Ex-Combatant Reintegration Into Communities Fostered**